

CONFIDENTIAL

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Security Information

OGC Has Reviewed

Chairman of the CIA Career Service Board

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CIA Notice [REDACTED] says (p.3) "The Chairman of the Board will be one of the Deputy Directors, each of whom will serve successively for a term of four months." The term of the present Chairman (the DD/A) was extended by

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CIA Notice [REDACTED] "for the period 1 November 1952 through 28 February 1953." The Chairman has hitherto been appointed by the DCI on the recommendation of the Board.

ACTION. To recommend to the DCI, one of the three Deputy Directors to serve as Chairman of the CIA Career Service Board for the period 1 March 1953 through 30 June 1953.

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Hazardous Duty Pay Program

The Career Service Boards of the DD/P area were requested (see attached) by the CIA Career Service Board at its 4th meeting on 15 January to make specific recommendations on the Hazardous Duty Pay Regulation proposed by the Working Group on Hazardous Duty. Recommendations of the DD/P Career Service Board, (which will also encompass recommendations of the PI, the PP and the TSS Career Service Boards) have been delayed, but will be distributed in a supplementary agenda.

The FI Career Service Board recommends that the views of Admiral Strauss be followed, e.g., that considerations other than those of supplementary pay be used to motivate and to reward those who engage in "extra-hazardous" duty.

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C O P Y

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16 February 1953

MEMORANDUM FOR: Executive Secretary, CIA Career Service Board

SUBJECT : Hazardous Duty

1. Reference is made to your memorandum on the subject dated 29 January 1953.

2. In answering the questions listed in paragraph 3 of your memorandum the FI Board makes the following comment:

a. The circumstances within the Agency which would raise the question of extra-hazardous duty pay are relatively few for FI staff employees and staff agents.

b. It is not believed that additional pay to staff employees and staff agents who perform duties at personal risk over and above that normally inherent in Agency employment provides the best method of recognizing their contributions to the fulfillment of the Agency's mission. It is believed that the individuals who undertake assignments involving such personal risks are usually quite aware of the conditions involved and agree to them for reasons other than pecuniary. It is also felt that the CIA Awards Program will provide adequate facilities for recognizing extraordinary valor and achievement. The normal methods of promotions, future position reassignments and official commendations offer much sounder means of recognition of such contributions.

c. In light of the above two statements the FI Board does not feel that a Hazardous Duty Pay Program is necessary within the Agency at this time.

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3. The FI Board feels that the comments of Rear Admiral Lewis L. Strauss express the soundest opinions on the problem of hazardous duty pay within CIA. It is not felt that CIA necessarily has to match the hazardous duty pay program which the Armed Services may adopt. However, it is felt that CIA should defer any final action on such a program until after the recommendations of the Commission, of which Admiral Strauss is Chairman, are made known to the Agency.

/s/



25X1A9a

Chairman
Foreign Intelligence
Career Service Board

Concur:

25X1A9a

/s/



Chief, Foreign Intelligence

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29 January 1953

MEMORANDUM FOR: DD/P Career Service Board
FI Career Service Board
PP Career Service Board
PM Career Service Board
TSS Career Service Board

SUBJECT: Hazardous Duty

1. The CIA Career Service Board, at its 3rd meeting on 19 November 1952, approved, in principle, the paper entitled "Policy covering additional pay for various types of Hazardous Duty", dated 24 September 1952, (see Agenda for 3rd meeting of the Board) and instructed that a Working Group be established to develop a detailed plan and regulations to implement the policy. At its 4th meeting, on Thursday, 15 January 1953, the CIA Career Service Board reviewed the regulations proposed by the Working Group as a result of this directive. (see Agenda for 4th meeting of the Board)

2. The establishment of a supplementary pay program, for any purpose, is a matter of major concern to the Agency, since it is widely recognized that pay scales and principles underlying them once established, are extremely difficult to modify or revoke. Concern has been expressed as to:

- a. the compatibility of a system of monetary recognition for extra hazardous duty and the Agency's goal to enhance esprit de corps and sense of mission on a long-range basis.
- b. the question of equity with respect to hazardous duty pay and incentive pay in the Armed Forces where it impinges on the activities of the Agency.
- c. the ability to apply the principle of supplementary pay equitably to all components of the Agency engaged in duties of comparable risk.
- d. the "opening of Pandora's box", releasing a host of quasi-related matters such as recognition, by monetary means, of degree or difference in merit or attitude.

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3. Since a Hazardous Duty Program is primarily of interest to the covert Offices, the Board on 15 January decided to refer the whole question of compensation for extra-hazardous duty to the Career Service Boards in the DD/P area for comment and recommendation prior to final action by the Board. It is suggested that, in view of the considerations in paragraph 2 above, specific attention be given to the following questions:

a. From what circumstance within the Agency does the question of extra-hazardous duty pay arise?

b. Does additional pay to individuals who perform duties at personal risk over and above that normally inherent in Agency employment provide the best method of recognizing their contributions to the fulfillment of the Agency's mission?

c. If so, does the proposed regulation adequately control the conditions and method of payment?

4. Recent opinions on hazardous duty pay from the following persons are attached:

a. Lewis L. Strauss, Chairman of the Secretary of Defense's civilian Commission on Incentive and Hazardous Duty Pay.

b. Brigadier General Herbert B. Powell, Deputy Assistant Chief of Staff, Manpower Control, Office of the G-1.

25X1A9a

c. [REDACTED] staff agent, in charge of an overseas operation.

5. Your comment and recommendation should be in the hands of the undersigned by 13 February 1953 so that it may be considered at the February meeting of the CIA Career Service Board.

FOR THE CIA CAREER SERVICE BOARD:

[REDACTED] X1A9a
Executive Secretary

Attachments:

Memorandum of Record - Admiral Strauss
General Powell

25X1A9a

Distribution:

Addressees
Members, CIA Career Service Board
Members, Working Group on Hazardous Duty

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28 January 1953

MEMORANDUM OF RECORD

SUBJECT: Conversation held with Lewis L. Strauss (Rear Admiral, USNR, Ret.), Chairman of the Secretary of Defense Commission on Incentive and Hazardous Duty Pay, on 19 January at 30 Rockefeller Plaza, New York City by [REDACTED]

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The Chairman of the Armed Services Committee of the Senate, 82nd Congress, requested the Secretary of Defense to appoint a civilian commission to inquire into and make recommendations concerning incentive and hazardous duty pay in the Armed Services. The recommendations would be used as a basis for revising present legislation on this matter. The commission consists of the following:

Lewis L. Strauss, Chairman
former member of the Atomic Energy Commission
Don G. Mitchell
President, Sylvania Products
Harold Moulton
former President, Brookings Institution
John Thomas Cahill
member of Cahill, Gordon, Zachry and Reindel
Joseph Campbell
Vice-President, Columbia University

The Commission has conducted an extensive program of hearings and visits to field installations of the Army, Navy and Air Force and has interviewed hundreds of military personnel. The final report is now being written but has not yet been approved by the Commission. The views expressed in this interview are the personal views of Admiral Strauss, not necessarily those of the Commission.

1. I acquainted Admiral Strauss with the problem of extra-hazardous duty pay confronting CIA explaining that its genesis was in parachute operations where an apparent question of equity arose when military personnel attached to CIA jumped and received extra pay and CIA civilian personnel alongside of them jumped and received no extra pay. I also explained some of the ramifications that the adoption, within CIA, of the principle of extra pay for extra hazard would lead into.

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2. Admiral Strauss gave it as his opinion that the only excuse for extra-hazardous duty pay was as "incentive" pay, - incentive a.) to attract personnel to volunteer for the training for particular duty and b.) to retain in that duty those personnel who had become competent and experienced. He believed that extra pay should be used only as a last resort, since other forms of incentive (i.e., prestige, insignia, special uniforms, status) were more important and that money came very low on the list. He believed, however, that the extra pay was an important factor in re-enlistments for paratroop duty since by the time a second hitch came along, the novelty had worn off and the soldier was attracted by the extra money. By that time also familiarity with the duty lessened the feelings by the participants of the hazard surrounding it.

3. Of all the forms of incentive or hazardous duty pay in the Armed Services, Admiral Strauss inclined to think that parachute pay was the only one for which a good case could be made. Doctor's incentive pay was no more justifiable than would be the same for scientists; combat pay was so ill-conceived that a naval vessel could be engaged in deadly combat and sunk yet the survivors would not qualify.

4. According to Admiral Strauss, the Marine Corps had no desire for extra-hazardous duty pay and believed that it could fill its ranks with well-motivated personnel by the attraction of the prestige of belonging to the Marines rather than by the attraction of extra pay. Just as the Marines were the "elitest" of the Armed Services so Admiral Strauss expected that CIA would be the most highly motivated and dedicated of the civilian groups. This was especially true since he imagined that each CIA man would be "on his own" to an infinitely greater extent than in any of the Armed Services. He thought it quite natural and proper that comparative CIA base pay should be higher than anywhere else in Government service and suggested that all CIA officers should hold the assimilated rank of colonel. He imagined that CIA was achieving these standards by the most rigid type of entrance and retention standards and suggested that CIA might find hazardous duty pay a hindrance rather than a help in achieving these goals.

5. Admiral Strauss was of the opinion, however, that CIA might find itself forced to establish hazardous duty pay for certain activities (i.e., jump pay) if the Armed Services continued the system. He suggested that CIA should go as slowly as possible and advance into the field only as circumstances actually required.

6. The Commission of which he is the Chairman has completed its survey but had not yet approved its final report. Until that had been done he felt it improper for him to reveal what he thought the Commission would recommend. He said, however, that he would have made available to me at the earliest practical time, copies of the report. He also said he would be available to consult with other officers of the Agency if that were desirable.

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28 January 1953

MEMORANDUM OF RECORD

SUBJECT: Conversation held with Brigadier General Herbert B. Powell,
Deputy Assistant Chief of Staff for Manpower Control,
Office of the G-1 by Lt. General W. H. H. Morris, Jr.,
[REDACTED] on 18 December 1952

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1. The conversation was held with General Powell to obtain his views about the Armed Forces' experience with Hazardous Duty-Incentive Pay. General Powell expressed the belief that hazardous duty pay as such has little or no merit, but as long as the Air Force and Navy have hazardous duty pay the Army would insist on it, too. He stressed the need for simplicity and the avoidance of technical jargon in all governing regulations. He spoke of the difficulties encountered by the Army in administering Combat Pay, especially because of the retroactive provisions and strongly recommended that the Agency program not be made retroactive. He suggested that the Agency program be handled on a claim basis, not on a status basis since pay on a status basis requires that an individual be continuously and actively engaged in hazardous duties of an operational or training nature.

2. General Powell summarized the attitude of the Marine Corps (which disapproves of incentive pay), of the Army (which prefers to have no hazardous duty or incentive pay, but can not avoid the issue as long as the Air Force pays flight pay) and of the Air Force (which claims that flight pay is necessary).

3. It was General Powell's recommendation that any program developed by the Agency take cognizance of the findings and recommendations of the Strauss Commission.

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28 January 1953

MEMORANDUM OF RECORD

25X1A9a SUBJECT: Conversation held with Mr. [REDACTED] by Messrs. [REDACTED] X1A9a
[REDACTED] Regarding Hazardous Duty Pay (and sub[REDACTED] 25X1A9a
quently approved by Mr. [REDACTED] 25X1A9a

25X1A9a 1. The conversation was held with Mr. [REDACTED] to secure his 25X1A9a
views as he saw the problem in his operational position. Mr. [REDACTED]
is a staff agent supervising the [REDACTED] training 25X1A2d1
operation. He has under his supervision 9 Agency personnel, staff
and contract agents, who act as supervisors and instructors in the
25X1A [REDACTED]

25X1A9a 2. Mr. [REDACTED] addressed himself primarily to the question of
parachute pay for the Agency civilian personnel. His fundamental
position was that there is a moral obligation to give parachute pay
to the civilians who were performing the same duties alongside military
personnel who receive such extra compensation. He stated that the
[REDACTED]

25X1C
ment from this comparison.

3. In response to questions, he outlined his position as follows:
- a. The problem arises in his own mind as a moral issue.
 - b. He believes that "sense of mission" is the basic motivation
for the performance of these duties by Agency civilian personnel.
 - c. He agreed that once we undertake extra compensation for
the man who does parachute jumps, we automatically open up the
question of extra compensation for other and unrelated types of
25X1A risks, e.g., [REDACTED] etc.

25X1C4e [REDACTED]

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d. He was asked, "Would the payment of extra pay for parachute jumping impinge unfavorably on esprit or 'sense of mission'?" The answer was, "No."

e. In pursuit of the moral responsibility question, he stated that if the military ceased payment for jumps there would no longer be a moral obligation for the Agency to pay such compensation to its civilians. (His concern appeared to be solely that of the unfavorable comparison regarding hazardous duty compensation between the civilian and the military, and was not with comparison between hazardous and nonhazardous civilian assignments within CIA. However, he stressed the fact that there is a difference between a GS-7 finance or supply clerk and a GS-7 parachute instructor.)

f. He admitted the existence of the Army's objective in paying for parachute jumps to be that of incentive to get men to perform behind-the-lines fighting and not incentive to jump as such. The jumps are used solely as a yardstick to determine the compensation. Nevertheless, the unfavorable comparison is what sticks in his mind, although our people are jumping only and not indulging in behind-the-lines operations at this time. [redacted] referred to AR 35-1250, dated 20 July 1951, and said that there are several paragraphs therein particularly pertinent to the problem within the Agency and in general it appears that this Army Regulation would cover any situation that might arise, if applied to civilians. He also said that throughout AR 35-1250 there is no mention or indication of the pay incentive being based on behind-the-lines fighting but is based on making parachute jumps from an aircraft in aerial flight

g. He agreed that if the parachute jump pay problem did not exist that the question of pay recompense for extra hazardous duties need not arise within the Agency. (This highlights and points up the fact that parachute jumping on the part of Agency personnel is the point of departure in this whole question and we thereby run the risk, by deferring to it, of dragging in all other and many kinds of risks which we would not dream of touching otherwise. He agreed as to the Pandora's box nature of this over-all problem.)

h. He agreed that the whole situation could be leveled out successfully in spite of the comparison if we had a balance between the total CIA package for an individual and the total Army service package, so to speak. (This means a re-emphasis on the highly

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desirable detailed examination of what benefits, privileges, prerogatives we now have and can have before we dare jump off into the extra compensation field.)

i. In response to question, [REDACTED] felt firmly that if we should undertake extra compensation for parachute jumping within [REDACTED] we automatically must do the same thing for the same hazard wherever it exists (which situations he had personally observed).

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j. In response to question, he also admitted that there is risk of gratuitous incentive to participate in jumps for the sake of money and not a needful mission. (The military are having the same experience.) It further puts money in front of our people instead of "sense of mission" and it further builds Agency financial responsibility because of obligation to financially carry an injured individual.

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C O P Y

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3 March 1953

25X1A2d1

MEMORANDUM FOR: Mr. [REDACTED]
Executive Secretary,
CIA Career Service Board

SUBJECT: Hazardous Duty

REFERENCE: Memo dated 29 January 1953 from
Mr. [REDACTED] re Hazardous Duty

25X1A2d1

1. The DD/P Career Service Board desires to defer recommendations on reference proposal pending the availability of the Strauss report referred to in para. 4.a. of reference cover memorandum.

2. It is requested that we be given an opportunity to review the Strauss report when available.

3. It is also requested that matters of general interest to the DD/P organization, referred from the CIA Career Service Board, be addressed to the DD/P Career Service Board only and not to the Senior Staff Career Service Boards of the DD/P. The DD/P Career Service Board will undertake to provide necessary internal coordination and report the official DD/P position in such cases.

BY DIRECTION OF DD/P:

[REDACTED] 25X1A9a

Chief of Administration, DD/P

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CIA Regulation

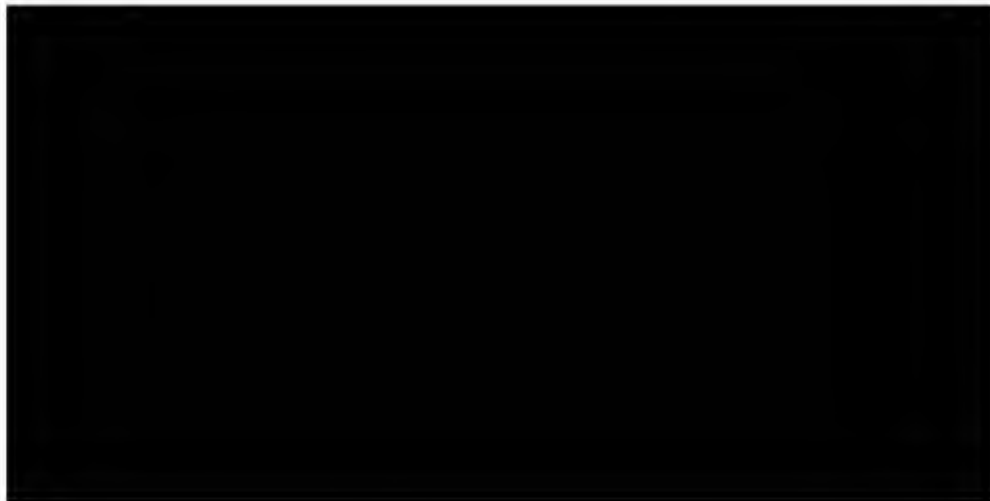
"CIA Career Service Program"

The purpose of issuing this Headquarters Regulation is

- a. to place on a permanent basis, conforming to the new format and framework of CIA regulatory material, the CIA Career Service Program, its structure, authorities and responsibilities. At present this material exists only as a staff study approved by the DCI and issued as CIA Notice [REDACTED] This proposed Headquarters Regulation is a restatement of text contained in the original staff study or modifications of it that have since been approved by the Board.

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b.



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CENTRAL INTELLIGENCE AGENCY REGULATION

NUMBER [REDACTED]
(Date)

CIA CAREER SERVICE PROGRAM

A. Policy

In accordance with the basic personnel policy of the Central Intelligence Agency (See CIA Regulation [REDACTED] paragraph A,1), a Career Service Program is provided that identifies, develops, effectively uses and rewards individuals who have the skills required by CIA; motivates them toward rendering maximum service to the Agency; and eliminates from the service, in an equitable manner, those who in spite of the Program fail to perform as effective members of the organization. The Career Service Program includes all staff employees and staff agents of the Central Intelligence Agency whether on duty in headquarters or in the field.

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B. Purpose of the Career Service Program

The purpose of the Career Service Program is to develop people to the fullest extent to meet present and anticipated personnel needs of the Agency. In accomplishing this end, provision is made in the program for:

1. Strengthening the selection process by the establishment of a Professional Selection Panel which advises the Assistant Director for Personnel regarding suitability for long term employment of applicants and trial service employees.

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2. Formal evaluations of each individual in the Agency through the periodic execution of a personnel evaluation report which is the basic instrument of career planning.
3. A Career Service Board structure advisory to responsible officers on career service matters affecting their area of activity.
4. An executive inventory as an aid to personnel planning for the development and use of executive skill throughout the Agency.
5. Rotation, a process of systematic designation and redesignation of an individual to various kinds of duty and training for the purpose of improving his capacity to serve his sponsoring organizational component.
6. Functional groups to administer Agency-wide programs in the career service field such as Honor Awards, Hazardous Duty, etc.

Procedural regulations relating to the purposes enumerated above and not covered herein will be issued separately.

C. Administration of the Program

1. CIA Career Service Board

The Career Service Program is controlled by a CIA Career Service Board that is responsible for providing advice to the DCI on making CIA a better place in which to work. It

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develops policy governing the Career Service Program and advises concerning all matters affecting Agency personnel.

a. Organization

- (1) The CIA Career Service Board is composed of the following persons:

Permanent Members:

Deputy Director (Plans) or Deputy
Deputy Director (Intelligence) or Deputy
Deputy Director (Administration) or Deputy
Director of Training or Deputy
Assistant Director for Personnel or Deputy
Assistant Director for Communications or Deputy

Rotating Members (two at any one time for staggered terms of six months each, there being at all times one nominated by the DD/I and one nominated by the DD/P);

Assistant Director for Current Intelligence
Assistant Director for Collection and Dissemination
Assistant Director for Operations
Assistant Director for Scientific Intelligence
Assistant Director for Research and Reports
Assistant Director for National Estimates
Assistant Director for Intelligence Coordination
Chief, Foreign Intelligence Staff
Chief, Political and Psychological Warfare Staff
Chief, Paramilitary Operations Staff
Chief, Technical Services Staff
Chief, Administrative Staff

Executive Secretary - Non-voting

- (2) The Chairman of the Board will be appointed by the DCI from among the three Deputy Directors to serve for a term of four months. Four members of the Board will constitute a Quorum. If a member cannot be present, he may be represented by his Deputy. The Board will

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hold scheduled monthly meetings, and agenda and minutes of meetings will be distributed to all persons listed above.

b. Responsibilities

It is the responsibility of the CIA Career Service Board to:

- (1) Develop policy governing the Career Service Program for approval by the DCI and serve as his advisor on all matters concerning the Program.
- (2) Supervise and review the functioning of (Office) Career Service Boards.
- (3) Establish and maintain an Executive Inventory to be composed of those persons which the Board shall from time to time determine.
- (4) Make recommendations for filling key positions in the Agency with personnel from the Executive Inventory.
- (5) Review evaluation of personnel contained in the Executive Inventory and review rotation programs for their further development.
- (6) Approve the allocation of Rotation Loan Slots to (Office) Career Service Boards.
- (7) Supervise supporting groups or Boards for handling specialized functions on an Agency-wide basis, such as,

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Hazardous Duty Board, Honor Awards Board, Professional Selection Panel, etc., drawing on Agency personnel as necessary.

- (8) Prepare and submit annually to the DCI a summary of the operation of the CIA Career Service Program.

2. The Secretariat of the CIA Career Service Board

a. Organization

The Career Development Staff of the Personnel Office serves as the Secretariat of the CIA Career Service Board and the Chief, Career Development Staff serves as the Executive Secretary of the Board.

b. Responsibilities

It will be the responsibility of the Secretariat of the CIA Career Service Board to:

- (1) Recommend to the CIA Career Service Board ways and means of improving the CIA Career Service Program.
- (2) Perform all secretariat and administrative functions for the CIA Career Service Board. These include, but are not limited to:
 - (a) Maintaining master files concerned with Career Service matters on a current basis for the

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\\ CIA Career Service Board, including agenda and records of meetings, files of the Executive Inventory and records of rotation loan slot utilization.

- ↓
- (b) Assisting (Office) Career Service Boards in effecting rotation appointments.
 - (c) Transmitting to the CIA Career Service Board recommendations and periodic reports of the (Office) Career Service Boards for consideration.
 - (d) Initiating and supervising such studies as are needed to improve the Career Service Program.
 - (e) Submitting unresolved inter-Office Board problems to the CIA Career Service Board for decision.
 - ↓ (f) Coordinating with the Office of Training training arrangements and needs respecting the CIA Career Service Program.
 - (g) Acting in support of Boards established by the CIA Career Service Board for handling specialized functions on an Agency-wide basis.

3. Office Career Service Boards

Each staff employee and staff agent will be identified with an appropriate (Office or Staff) Career Service Board. The

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(Office) Career Service Boards are responsible for advice to their respective chiefs on making the Office or Staff a better place in which to work. These Boards are concerned primarily with implementing the Agency's personnel policy, developing internal personnel policy and reviewing recommendations concerned with the careers of individuals. It is at this level and through the functioning of these Office and Staff Boards that the rotation, training, advancement and assignment plans recommended for the individual are reviewed for the approval of the Assistant Director or Office head.

a. Organization

- (1) (Office) Career Service Boards are composed of the following persons:

Assistant Director or Staff Chief ex-officio
Three or more Staff or Division Chiefs, or
comparable high-level officials
Secretariat - Non-voting. (In most cases, the
Secretariat is composed of Administrative
Personnel Officers of the Office concerned and
will perform staff support for the Board.)

- (2) (Office) Career Service Boards are established in the following units of CIA:

Office of Training
Office of Communications
Office of the Deputy Director (Plans)
Foreign Intelligence Staff

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Political and Psychological Warfare Staff
Paramilitary Operations Staff
Technical Services Staff
Office of National Estimates
Office of Research and Reports
Office of Current Intelligence
Office of Scientific Intelligence
Office of Collection and Dissemination
Office of Operations
Office of Deputy Director (Administration)
Personnel Office
Medical Office
Office of General Services
Inspection and Security Office
Procurement and Supply Office
Office of Comptroller

b. Responsibilities

It is the responsibility of an (Office) Career Service
Board to:

- (1) Serve as advisor to the Assistant Director (or
Office head) on all matters pertaining to the
Career Service Program.
- (2) Direct within the Office the application and functioning
of the Career Service Program, including but not limited
to:
 - (a) Executing relevant decisions of the CIA Career
Service Board and making recommendations to the
CIA Career Service Board for improvement of the
Career Service Program.

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- (b) Sponsoring, developing, and executing the Career Service Program of the Office concerned, including an intra-Office rotation system, and reporting periodically to the CIA Career Service Board.
- (c) Reviewing Personnel Evaluation Reports and proposed development plans for individuals in terms of training, assignment, advancement, rotation and promotion.
- (d) Recommending cancellation or continuance of career development actions.
- (e) Participating in the development and execution of approved extra-Office rotation systems.
- (f) Submitting a semi-annual Personnel Evaluation Report to the Sponsoring Office on each rotation appointee from another Office.
- (g) Ensuring that the rotation appointees detailed by their Office to another Office are not overlooked for warranted promotion and ensuring that rotation appointees received by their Office are productive and their assignments commensurate with the purpose of the appointments.
- (h) Reviewing continuously conditions of service and duty with a view to making recommendations to the CIA Career Service Board concerning working conditions and benefits that can strengthen morale and increase "esprit de corps".

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- (1) Reviewing continuously the personnel intake of the Office, especially at the junior professional level, with a view to ensuring the acquisition of highly-qualified, versatile persons with long-range potentiality.
- (3) Supervise supporting groups or Boards as appropriate for handling specialized functions, assigning to them Office personnel as necessary.

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Security Information

"Report of Professional Selection Panel Activities"

1. This report is concerned primarily with
 - a. A summary of the 34 cases considered by the panel between 12 December 1952 and 20 February 1953
 - b. A request for guidance and information respecting those cases in which the Panel's recommendations are not followed
 - c. A tentative statement of 18 criteria bearing on suitability for career employment in CIA.
2. Attached to the report is memorandum of conversation concerning the workings of the Board of Examiners of the Foreign Service.
3. The Panel requests guidance from the Board on 1 b and 1 c above.

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There have been submitted to the Panel 40 cases, which have been disposed of as follows:

- 15 14 Recommended as suitable for career employment
- 16 15 Recommended as not suitable for career employment.
- 5 Pending - awaiting further information, awaiting interviews with applicant, or to be reconsidered prior to expiration of trial service.
- 6 Withdrawn by the forwarding Office or not considered by the Panel to be appropriate for its consideration.

as of 10 March 1953

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Security Information

24 February 1953

MEMORANDUM FOR: CIA Career Service Board
FROM: Professional Selection Panel
SUBJECT: Report of Professional Selection Panel Activities

1. Six months having passed since the creation of the Professional Selection Panel, it is considered appropriate that the Panel furnish to the CIA Career Service Board a report of its activities.

2. On 20 November 1952 the Panel received instructions from the Chairman, CIA Career Service Board, which stated:

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"The Board recognizes that the Panel can not implement at this time all phases of the selection program specified in CIA Notice [REDACTED] It does, however, desire that the Panel should give priority to:

- a. the formulation of criteria concerning over-all suitability to work in CIA on a career basis,
- b. examination of individual cases of applicants or trial-service employees ... where doubt is cast on suitability to work in CIA on a career basis as a result of the development of administrative or marginal information by the three Offices mentioned above (Security, Medical and Personnel) and the Office of Training,
- c. recommendation to the appropriate authority for the disposition of each case so examined."

Since the receipt of the above directive, there have been submitted to the Panel 34 cases, which have been disposed of as follows:

- 13 Recommended as suitable for career employment.
- 13 Recommended as not suitable for career employment.
- 4 Pending - awaiting further information, awaiting interviews with applicant, or to be reconsidered prior to expiration of trial service.
- 4 Withdrawn by the forwarding Office or not considered by the Panel to be appropriate for its consideration.

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3. In one of the cases considered, the Panel's vote was 4 to 1. In all other cases the vote has been unanimous.

4. The Panel has been informed that its recommendations have been followed by the Assistant Director (Personnel) in all cases but two. The two exceptions were cases No. 5 and No. 25. The Panel believes that its work would profit greatly if it could be informed officially and in some detail as to the reasons for employing these two individuals in the face of adverse findings by the Panel. The Panel recognizes that there will be instances when, for policy reasons, the Agency will find it appropriate to employ an individual even though he may not appear to be suitable for career employment. Case No. 5 appears to fall in this category. Insofar as information made available to the Panel indicates, such policy considerations are not present in case No. 25. It appears, therefore, that in that case a higher authority has reversed the Panel's finding that the individual is not suitable for career employment by CIA. If the Panel is to accumulate knowledge and experience which will enable it to do the best possible job for the Agency, it should be informed of the considerations which led to the reversal of its findings in case No. 25.

5. In addition to examining these cases, the Panel has devoted considerable time, during its 19 regular meetings and 3 special evening sessions, to the formulation of criteria for determining over-all suitability to work in CIA on a career basis. The Panel believes that final criteria for suitability will only emerge after a great deal of practical experience has been gained in examining specific cases. Obviously, the consideration of only 34 cases, all of them being instances "where doubt exists as to suitability," has not given the Panel the needed experience to formulate criteria. On the other hand, the five Panel members represent an aggregate of approximately 40 years of varied experience in the intelligence field, and the Panel's advisors represent a total of between 30 and 40 years of experience in their specialized fields. Thus the Panel, while lacking great depth of experience as a unit, has a great deal of extremely varied experience to draw from in formulating criteria.

6. There is attached hereto a tentative statement of criteria for suitability formulated by the Panel. It is desired to emphasize the tentative nature of this statement and also to point out that any compilation of selection criteria must be subject to constant revision and redefinition.

7. The Panel would greatly appreciate the comments of the Board, or of any individual members thereof, concerning its activities as reported herein.

/s/



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Chairman

Attachment

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PROFESSIONAL SELECTION PANEL

Tentative Statement of Selection Criteria Bearing On
Suitability for Career Service in CIA

The Professional Selection Panel was instructed by the CIA Career Service Board to give priority to the "formulation of criteria concerning over-all suitability to work in CIA on a career basis".

There are set forth below certain basic qualities which are to be sought in applicants and trial-service employees. Under each quality are listed one or more questions which are among those the Panel would attempt to answer in an effort to decide whether the individual applicant was possessed of the desired quality. The questions are intended to guide the Panel and are in no way suggested as questions to be put to the applicant. These criteria do not, of course, take into account technical qualifications to fill a specific position.

ETHICAL ADJUSTMENT

1. INTEGRITY

Would lack of supervision, inspection or review lower his standard of performance?

Can he be expected to remain honest to himself and to others?

2. MORALITY

Can he maintain high moral standards for his personal conduct?

Could he, in the national interest, engage in activities which conflict with those standards?

3. FAITHFULNESS

Will he loyally support a course of action which has been officially determined even though he may disagree?

Would he secretly try to undermine a policy adopted by his superiors while outwardly supporting it?

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PSYCHOLOGICAL ADJUSTMENT

4. OBJECTIVITY

Can he reach logical conclusions despite personal bias?

5. ADAPTABILITY

Can he and does he willingly conform to new job requirements?

Can he adjust to trying working conditions?

6. ANONYMITY

Does he recognize and accept the fact that public notice is incompatible with a career in CIA?

Does he feel compelled to call attention to himself and to his work?

7. ACCEPTANCE OF DISCIPLINE

Can he relinquish independence of action in the interest of organizational integrity and control?

8. EMOTIONAL CONTROL

Can he maintain effectiveness despite heavy demands, unusual stresses or disturbing working conditions?

INTELLECTUAL READINESS

9. CAREER DESIRE

Are his reasons sound for seeking an intelligence career in CIA?

Is he willing to give the job and the Agency a fair trial?

10. DISCRETION

Has he an appreciation of the need for discretion, and possibly for dissembling, in the handling of official information?

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PERSONAL READINESS

11. ECONOMIC PREPAREDNESS

Can he accept the limitations of a Government salary?

12. FREEDOM OF ACTION

To what extent will family, economic, religious, political, moral or other personal considerations interfere with his freedom of action?

SOCIAL ADJUSTMENT

13. SENSE OF PERSONAL PROPORTION

Does he take himself too seriously?

Can he laugh at himself?

14. SOCIAL ACCEPTABILITY

Is he a person with whom you would like to work closely?

Would you welcome him as a guest in your home?

15. COOPERATION

Does he establish congenial and friendly relationships with others?

Can he work effectively as a member of a team?

PRODUCTIVE CAPACITY

16. INDUSTRY

Is he capable of sustained hard work?

17. EFFECTIVE INTELLIGENCE

Is he capable of resourcefulness and ingenuity in planning and carrying out activities?

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Can he make decisions effectively?

Can he learn and remember detailed knowledge?

Can he express himself adequately (communicate ideas)?

Can he effectively use the services and abilities of other people?

13. VISION

Can he think and act imaginatively?

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17 February 1953

MEMORANDUM OF RECORD

SUBJECT: Conversation held with Mr. Crossell A. Riches, Executive Director of the Board of Examiners for the Foreign Service, Department of State, on 15 January 1953 by [REDACTED] 25X1A9a

1. Mr. Riches is a member of the Board of Examiners for the Foreign Service; he is also Executive Director of the Board of Examiners and is, in addition, a Deputy Examiner. [The Board of Examiners for the Foreign Service (Sec. 212 (a) Public Law 724, 79th Congress, as amended) "shall... under the general supervision of the Board of the Foreign Service, provide for and supervise the conduct of such examinations as may be given to candidates for appointment as Foreign Service officers".]

2. The Deputy Examiners are the only persons who actually conduct the oral examinations of Foreign Service Officer candidates. No other persons except Deputy Examiners are admitted to the oral examinations. The Deputy Examiners number thirty-five at present and are elected by the Board of Examiners. In conducting the elections of the Deputy Examiners, the Board of Examiners receives nominations, together with detailed biographical data, from those elements of the Government that are represented on the Board of the Foreign Service (e.g., State, Agriculture, Commerce and Labor) and elects the examiners on the bases of their qualifications and skill for oral interview and examination. Since examination is their sole function, this skill is the principal criterion on which the selection of the Deputy Examiners is based, although it is admitted that skill in oral examination is difficult to determine without seeing the individual in action. All Deputy Examiners are of Grade GS-15 or equivalent and above in order to insure a basic level of maturity. Their election is by secret ballot.

3. The same Panels of Deputy Examiners sit in oral examination for both junior and lateral entry candidates. [Class 6 "junior" candidates - salary range \$3993 to \$5093; Class 5 to Class 1 "lateral entry" candidates - salary range \$5313 to \$14,300]. It is argued that the traits of character and personality in which the Board is interested are the same no matter what level of entrant is being considered.

4. The examining workload for the present year is estimated to be 325 junior candidates of which about 200 can be accepted. Note that these candidates have already passed the written examinations and will have their

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physical examination when they report (at their own expense) for the oral examination. In addition enough examinations will be conducted to produce about 400 lateral entry officers (Class 5 to Class 1). Note that these candidates are for the most part already in Washington having been employed either departmentally (i.e., Civil Service) in the Department of State or as Foreign Service Staff Officers for the past three or four years. Written examinations are not required of lateral entry personnel. In summary, about 65% of the junior candidates are passed by the oral examination and about 40% of the lateral entry candidates.

5. Examinations heretofore have been held only in Washington although the Board has often considered journeying to the West Coast in order to ease the burden of cost to the candidate. There are many practical obstacles to so doing, however.

6. The Panels of Deputies - five per Panel - assemble every morning at 9:15 and complete their work by about 1:00 P.M. Mr. Riches chairs the Panels twice a week and his Deputy, a Foreign Service officer, Class 2, three times a week. Junior candidates and lateral entry candidates are considered on different days because the data and records are in different form. The individual Deputy Examiners, however, consider both types of candidates as the occasion arises. The oral examination of a junior candidate takes about one hour (three per morning) while the oral examination of a lateral entry candidate takes longer (two per morning). "Outside" Deputy Examiners (Agriculture, Labor and Commerce) are not expected to work on a Panel oftener than once a week. Before a Deputy Examiner is allowed to take part in the actual examination he is expected to audit six Panels in order to acquire the basis for oral examining skill and to provide for understanding and continuity of the process.

7. The Deputy Examiners come to the Panel without prior briefing and work from a sheaf of documentation that is provided to them. It takes one qualified analyst (GS-7) about a full day to prepare each case. Workload: 12 cases per week; 2-3 GS-7 analysts. It is important to note that Mr. Riches placed great stress on the fact that this documentation a) does not leave the office of the Board of Examiners, b) does not go into the general personnel files, c) is not available to any person except the Deputy Examiners on the Panel immediately concerned. For example, this documentation is not available even to the Director General of the Foreign Service.

8. After the oral examination, the candidate retires and the Panel discusses the case. For lateral entry candidates (Class 5 to Class 1), each Deputy Examiner then scores the candidate on a 1 to 5 grade for about eight factors. The composite score of 3.2 is considered to be "passing". If the

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score is high (say 4 or better) there is no further discussion. If the score is low (say 2.5 or less) there is no further discussion. If the score is medium (say 2.5 to 4) the case is rediscussed and the Examiners may change their scoring as a result of the discussion before another summation and average is struck. Changes tend to be down rather than up and the Panels tend to be "conservative" with respect to "suitability". The analysis and final result is dictated for the record on the spot.

9. The selection technique and scoring is the same for junior candidates (Class 6) but there are three grades of "passing", a) with distinction, b) passing, c) defer. These grades determine the place a candidate goes on the list, if there is a waiting list.

10. The vote of the Panel, the scoring, the score, etc., is concealed from the "outside world", i.e., from all persons except those present in the room. Only the result is announced. No pressure from "up the line" is ever made on the Panel to accept or reject a candidate. There has never been reconsideration of a case by the Panel (although this was suggested once about 5 years ago.) However, about 1945 the Director General of the Foreign Service struck from the list the name of a candidate before it was sent to the President. There was quite a row. All the Deputy Examiners resigned. As a result the Secretary of State instructed the Director General henceforth to forward the list without comment. It is extremely important to note that the appointing authority in the case of Foreign Service officers is the President, by and with the advice and consent of the Senate. Since 1945 the President and the Senate have always followed the recommendations of the Board of Examiners. It is recognized that both the President and the Senate have the right to act differently if they so choose. Note also that the Board of Examiners is not concerned with Foreign Service Staff Officers, Foreign Service Reserve Officers or Departmental personnel for which a different appointing authority exists.

11. Mr. Riches invited the undersigned to audit an examining Panel, subject to later confirmation, if that would be useful to CIA.

/s/



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"Oral Examination of Applicants"

This material consists of:

- a. A staff study recommending the creation of two Examination Boards, - one for Senior Officers GS-12 and above and one for Junior and Intermediate Officers GS-7 through GS-11 - in place of the present Professional Selection Panel.
- b. Comments on the above by
 - the DD/P Career Service Board
 - the Assistant DD/I
 - the Director of Training
 - the Assistant Director for Communications
 - the Professional Selection Panel

The consensus seems to be that the two new Boards should not be created but that the existing machinery - the Professional Selection Panel - should be retained. A possible course of action by the Board might be to request the Professional Selection Panel to reconcile the various comments and make specific recommendations to the Board at its next meeting.

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3 February 1953

MEMORANDUM FOR: Deputy Director (Administration)

FROM: Assistant Director (Personnel)

SUBJECT: Oral Examination of Applicants.

1. PROBLEM: To develop machinery through which oral examination procedures may be applied to determine and to advise the Assistant Director for Personnel on the suitability of applicants to fill junior, intermediate, and high level positions in the Central Intelligence Agency.
2. ASSUMPTIONS: (a) All of the means employed by CIA for the selection of personnel should be aimed at bringing into the Agency highly competent, loyal employees who are well motivated to join in performing the Agency's mission.

(b) Since a major objective of the career service program of CIA is to provide opportunities for growth and advancement to individual employees, it is important that incoming personnel have potentialities which measure up to the opportunities available.

(c) Criteria of suitability must be adapted to the career field within which a prospective employee's development and advancement will be made possible.

(d) Forming the best possible estimate of an applicant's suitability for career employment is subject to limitations no matter how well applicants from outside are screened, investigated, and tested. Provision for oral examination or interviewing of applicants, conducted by officials with experience in and knowledge of the Agency's intelligence operations and requirements, will increase the possibilities of employing only those persons who can be relied upon to be effective members of the Agency's work force.
3. FACTS: (a) The Career Service Committee adopted and included in its final report the recommendation of its working group on Trainees that a Professional Selection Panel be established under the direction of the Career Service Board to "review selection standards, including medical standards, for and the qualifications of all candidates up to and including the grade GS-11 for overt and semi-covert professional positions. The Panel will also, when requested by an Assistant Director

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arrange for the testing of a candidate in the GS-12 through GS-15 category, review his qualifications and make recommendations to the requesting Office." (Tab E, CIA Notice [REDACTED])

(b) The schedule of employment processing operations proposed by the Career Service Committee provided for the Professional Selection Panel to hold interviews with candidates in the categories defined above subsequent to testing, personnel screening, medical clearance, and security approval, but in advance of the individual's entry on duty.

(c) In developing its operating plans, the Professional Selection Panel has omitted any proposal for conducting interviews with applicants. The Panel's position appears to have stemmed from the belief that the workload entailed in the adoption of the interviewing step would impose prohibitive demands upon the time of the members, and would entail an undue expenditure of funds to provide transportation for applicants to come to Washington for the interviews.

(d) Pursuant to instructions given it by the Career Service Board, the Panel is concentrating its activities upon (a) the formulation of criteria concerning over-all suitability to work in CIA on a career basis, and (b) the examination of individual cases of applicants or trial service employees where doubt is cast on suitability to work in CIA on a career basis as a result of administrative or marginal information developed by the Inspection and Security, Medical, and Personnel Offices and the Office of Training. Its recommendations with respect to each case are forwarded directly to the Assistant Director (Personnel).

(e) The operations of the Board of Examiners of the Foreign Service were cited by the Career Service Committee in its final report to the DCI as supplying an analogy to the proposed role of the Professional Selection Panel. Actually, oral examinations of Foreign Service applicants are conducted not by the Board members but by the Executive Director of the Board with the assistance of a group of Deputy Examiners chosen annually by the Board. These Deputy Examiners are chosen mainly for their skill in oral testing. (Tab A)

4. DISCUSSION: (a) Best estimates which can be made with respect to the monthly entry on duty of personnel in grade categories from GS-7 through GS-15, predicated on an Agency ceiling of [REDACTED] are as follows:

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- (1) GS-7 through GS-11 (including GS-5's who are appointed to junior officer positions). . . 60
- (2) GS-12 through GS-15 30

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An average allotment of one hour per interview would, therefore, comprise an interviewing load of at least 60 and 30 hours per month for groups examining these two categories, respectively. It can be assumed that some applicants would not survive the interviewing step; accordingly, workload estimates would be expanded by this factor.

(b) The unwillingness of the Professional Selection Panel to assume the role of an oral examining body can be appreciated, taking into account the fact that the appointed members would have to perform this function. Sixty hours of interviewing time--in addition to their full time duties and responsibilities--would have represented a substantial burden for these members.

(c) The workload of interviewing candidates for positions in grades GS-7 through GS-11 would be considerably less burdensome if distributed among a larger group than the five voting members of the present Selection Panel, by designating Agency officials to serve as interviewers for relatively short periods of time.

(d) The Career Service Committee recommended that the jurisdiction of the panel include individual candidates for positions from GS-12 through GS-15 when requested by the Assistant Director concerned. However, the criteria applied in oral examinations of applicants for middle and senior level positions would be substantially different from those used for junior officer candidates. For the latter group, the interview should be used to furnish the basis for an appraisal of the individual's promise for career development within the area of opportunities afforded by the Agency. For the more senior personnel, the interview must yield an appraisal of the applicant's all-around capabilities and qualifications for intelligence functions. The establishment of separate examining bodies for each of these two categories of applicants would, perhaps accomplish improved interviewing results. Senior level applicants should be evaluated by high level Agency officials whose responsibilities have given them broad perspective of the Agency's requirements.

(e) The present Professional Selection Panel does not appear to rest on sound organizational principles. It is now an appendage of the Career Service Board, which itself has no command function or authority. Nonetheless, CIA Notice No. [REDACTED] vests in the Panel authority to "finally approve on behalf of the Agency the selection of all professional personnel" up to GS-11. In effect, this statement of function disperses a command responsibility (i.e., appointment authority) to a committee-type Panel which does not exist within the Agency line of command. However, under the provisions of CIA Notice No. [REDACTED] the Panel's present responsibility is advisory instead of final with respect to the employment of individual applicants.

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(f) Problems encountered by the Foreign Service appear to be relevant for CIA. The Foreign Service's Board of Examiners was established by legislation to function under the general supervision of the Board of the Foreign Service. A report (Tab A) prepared by the Management Staff of the State Department points out that the present dispersion of personnel recruitment and examining responsibility between the Board of Examiners on the one hand, and the Personnel Office on the other has not been conducive to realizing a positive, cohesive personnel program.

5. CONCLUSIONS: (a) Improved personnel selection could be expected to result from installation of a program for interviewing applicants for non-clerical positions by representative groups of Agency officials.

(b) Because of differences in emphasis on selection criteria, separate bases of membership for the interviewing bodies should be established for applicants for junior and intermediate positions on the one hand, and senior positions on the other.

(c) The interviewing bodies should be so organized that the effectiveness of their operations will not be impeded by the demands made upon the time of officials serving as interviewers.

6. RECOMMENDATIONS: (a) That there be established (1) a Senior Officer Examination Board with examining jurisdiction for grades GS-12 and above, and (2) a Junior and Intermediate Examination Board, for grades GS-7 through GS-11 (and lower grades when the candidate is to be a trainee for a professional position.) These Boards would have responsibility for considering the employment suitability of all applicants falling within the prescribed grade ranges. Since the operations of the Professional Selection Panel would be duplicated, the Panel should be discontinued.

(b) That the Senior Officer Examination Board be constituted as an advisory body to the Assistant Director for Personnel, to whom responsibility for exercising the appointment function has been delegated. Membership should be drawn from among chiefs of major organizational components (office head level) and other senior officials occupying positions of not less than grade GS-17. The Board should comprise at least three members. Members should be appointed to serve for six months' tours, with appointments staggered to provide for continuity. The membership of the Board should be as broadly representative of the Agency's major organizational elements as is possible. Whenever deemed necessary, the Board should be authorized to call upon assistance from personnel with specialized backgrounds. Meetings should be held at least once weekly. The Assistant Director (Personnel) would designate a Personnel Officer to serve as Board Secretary and to be available for technical personnel advice and assistance. The Director of Central Intelligence and the Deputy Directors could at their option participate in the proceedings as ex-officio members.

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(c) That the Junior and Intermediate Examination Board also be constituted on an advisory basis to the Personnel Office. This Board would comprise three members designated from such parts of the Agency as will assure a reasonable degree of Agency-wide representation. As with the Senior Board, members would be appointed for six months, with staggered tours. Membership should be limited to Agency officials in not less than grade GS-15. The Board should be convened on a weekly basis to dispose of all pending cases. A Personnel Officer would be named to provide Secretariat duties and to give such technical personnel advice as might be required. As in (b) above, the Board should be authorized to call upon expert assistance. Similarly, the Director of Central Intelligence and the Deputy Directors could participate in the work of the Board on an ex-officio capacity.

(d) That instructions issued to establish the Boards insure regular participation by the appointed members; although the workload will unavoidably add a sizeable burden upon Board members, the effectiveness of the oral examining program will depend heavily upon the quality of the Board's work.

(e) That where the Assistant Director (Personnel) feels a course of action should be taken which would be different from that recommended by either of the two boards proposed above, he would present the case to the Deputy Director (Administration) for final decision.

(f) Recognizing that the oral examination represents another step in the employment processing operation, applicants should be brought to Washington at Government expense for the purpose of appearing before the appropriate oral examining Board. Although the polygraphing of applicants prior to oral interviews with the Board would sometimes eliminate the necessity for further examination, it would also run the risk of upsetting some persons prior to their appearance before the Board. Polygraphing, however, should be handled before the individual returns to his home. Derogatory information elicited through the polygraph process might, of course, require reconsideration of the applicant by the Board. Transportation expenses to carry on this program would entail an estimated annual Agency expenditure of \$180,000.

/s/ W. H. H. Morris, Jr.
W. H. H. MORRIS, JR.
Assistant Director (Personnel)

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STAFF STUDY

Prepared by the Management Staff

Office of the Deputy Under Secretary of State for Administration

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MEMORANDUM FOR: A - [REDACTED]

SUBJECT: Board of Examiners of the Foreign Service

This memorandum has been prepared in accordance with your request that A/15 examine the present functions and membership of the Board of Examiners of the Foreign Service. Particular attention has been given to the relationship of BEK to the planned expansion of the FSO category and implementation of other provisions of the directive to be issued pursuant to the Rowe Report.

Competition for Foreign Service appointments by written examination, administered by a body similar to BEK, has been looked upon for more than 50 years as a basic guarantee of a career service free from political influence. The Foreign Service Act of 1946 first established a statutory base for the BEK, providing that the Board of Examiners shall "in accordance with regulations prescribed by the Secretary and under the general supervision of the Board of the Foreign Service, provide for and supervise the conduct of such examinations as may be given to candidates for appointment as Foreign Service officers in accordance with provisions of Sections 516 and 517, and to any other person to whom an examination for admission to the Service shall be given in accordance with this or any other Act." (Section 212).

The membership of the Board of Examiners is not specified in the Act except for the provision of Section 212(b) of the Foreign Service Act that "the membership of the Board of Examiners of the Foreign Service, not more than half of which shall consist of Foreign Service Officers, shall be constituted in accordance with regulations prescribed by the Secretary". The present membership includes five representatives of the Department of State, four of whom serve ex officio, and representatives of the Department of Labor, Commerce, Agriculture, and the Civil Service Commission. A listing of the present membership and biographic sketches of other agency representatives is included as Tab A.

Sitting as a consultative body, BEK determines examination and selection policies for the Foreign Service Officer category. The Executive Director of BEK, with the assistance of a small staff, performs the actual operations required to carry out the examination program. The Educational

Testing Service grades the essay portions of the written examination on a contract basis. Oral examinations are conducted by the Executive Director with the assistance of a group of Deputy Examiners chosen annually by the Board of Examiners. Although an effort is made to secure adequate representation on the oral examining panels from the BEX member-agencies, Deputy Examiners are chosen primarily on a personal basis for their skill in oral testing.

The Board of Examiners has delegated to the Chief of FP by formal resolution responsibility for the administration of Foreign Service examinations except those required by Sections 516 and 517 of the Foreign Service Act.

An Advisory Committee on the Foreign Service examinations, consisting of public members with special competence in this field, assists the Board of Examiners in the preparation and review of the examination program. Membership of the Advisory Committee is attached as Tab B.

The problem presented by BEX and its staff is one of integration of their operations with the recruitment programs of the Department and the Foreign Service. BEX discharges its limited function, involving a high degree of public interest, with administrative propriety. It is not oriented, however, to give optimum service to the growing personnel needs of the Department. There are a number of steps which can be taken immediately within the present organizational framework to produce a better integrated recruitment program. Among these are:

- (1) Re-alignment of the Departmental representation in the BEX, which is now too heavily weighted with PER officers, to provide for greater participation by officers with experience in and familiarity with the functional and operating areas of the Department.
- (2) Establishment of provisions for adequate representation of Departmental interests on the oral Examining Panels.
- (3) Preparation of precepts for the Examining Panels each year, reflecting the personnel needs of the Foreign Service.

The long term solution of the problem of developing a sound and coordinated recruitment program, however, requires a basic regrouping of recruitment and examination functions within the Office of Personnel. The Rowe Report contains several recommendations concerning this aspect of personnel management, many of which are applicable under the modified provisions of the directive:

- (1) Development of a long term inventory of personnel needs as the basis for a positive recruitment program

- (2) Modification and study of the FSO examination to provide for increased emphasis on the Social Sciences and specialized aspects of foreign affairs through (a) use of subject-matter options; (b) development of practical methods for determining qualities of emotional stability in candidates; and (c) consideration of the use of language aptitude testing in addition to achievement tests.
- (3) Increased emphasis on Departmental recruitment at the junior professional grades through such devices as an expanded Intern Program.
- (4) Strengthened selection and examination procedures for the FSS category.
- (5) Adequate provision for lateral entry into the Foreign Service through liberalization of Section 517 recruitment.

The present dispersion of recruitment and examination functions is not conducive to the development of a positive and coordinated program envisioned by the Report. There is now added reason to stress effective recruitment because of two circumstances not contemplated by the Committee. First, the Department is not accepting the recommendation of the Committee for an amalgamated Foreign Affairs Service. The basis for a fuller interchange between the Department and the field in future years, however, can be laid now by a careful program of recruitment and executive development, which will bring to the Department in increasing numbers young people adequately trained and oriented to dual-service careers. Secondly, the Department is facing a period of increasing manpower shortages, and is already encountering serious difficulty in recruiting adequate numbers of qualified personnel for its staffing requirements. It is consequently of great importance to provide the organizational basis for a vigorous and aggressive recruitment program.

There are a number of alternatives available to deal with this problem, each of which should be carefully explored before any definite action is recommended. At first glance, the course of action which appears to offer the greatest benefits would be consolidation of the recruitment and examination functions presently conducted by DP, FP, and BEK into a single Division of Examinations and Recruitment in PER. This change would be consistent with the recommendation of the Rowe Report that PER be reorganized on a functional basis, and would provide a single focus for the formulation and execution of an aggressive recruitment program consistent with the requirements of the Department and the Foreign Service.

Under such an arrangement, the Board of Examiners would be reconstituted in a purely advisory capacity, and probably should be restricted to State Department membership. Representation should include PER, and 3 or 4 members selected annually from the operating bureaus and functional offices of the Department. Policy decisions of significant concern to the Foreign Service should be cleared interdepartmentally through the Board of the Foreign Service.

The Advisory Committee on Foreign Service Examinations would continue at the discretion of the Chief of the Division of Examinations and Recruitment to provide advice in matters of policy or examination techniques for junior-grade recruitment to both the Departmental and Foreign Service.

Charles E. Johnson

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Security Information

23 February 1953

MEMORANDUM FOR: Executive Secretary
CIA Career Service Board

SUBJECT: Staff Study "Oral Examination of Applicants"
dated 3 February 1953

1. Reference staff study was considered by the DD/P Career Service Board.

2. This Board agreed that a system for the oral examination of applicants should be instituted in the Agency. It felt, however, that the recommendations made in reference staff study were not adequate to handle this problem at least as far as the DD/P elements are concerned. The Board was of the opinion that further detailed consideration be given to this problem with a view to placing the responsibility for oral examinations on the various Career Service Boards of the senior staffs of DD/P. This proposal would have the advantage of spreading the workload entailed in such examinations and placing the responsibility on individuals knowledgeable in the personnel requirements of the various activities. It is recognized that details would have to be worked out for a proper implementation of this idea, but it is felt that such a procedure would come closer to setting the requirements of the DD/P organization than having the work performed either by the Professional Selection Panel or the Boards of Examiners proposed in the reference staff study.

/s/

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Chief of Operations, DD/P

cc: CAO

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Security Information

24 February 1953

MEMORANDUM FOR: Executive Secretary, CIA Career Service Board

SUBJECT : Staff Study, "Oral Examination of Applicants,"
dated 3 February 1953

1. In my opinion, the recommendations set forth in subject staff study are unrealistic and unnecessary for the following reasons:

a. The present interviews conducted by Branch, Division and frequently by Office Chiefs constitute an adequate oral examination toward determining suitability for career employment.

b. The GS-17 and other Agency officials recommended as examiners are of more value to the Agency pursuing their primary responsibilities which, for the DD/I Offices, leave little or no time for additional administrative duties.

c. The estimated cost of \$180,000 per year for travel alone seems prohibitive.

d. The primary recruitment task should be viewed realistically as one of persuading top-flight persons to accept positions in the Agency rather than as one of setting up all possible exclusionary barriers.

2. The mechanism now extant in the Professional Selection Panel, is adequate to assist the Offices in selection of Career employees and should be encouraged to continue to increase its competence toward this end. I recommend that this Panel be kept separate from the "Command line," and be advisory to the Agency Career Board rather than to any single element of the Agency.

/s/

ROBERT AMORY, JR.
Assistant Deputy Director/Intelligence

S E C R E T

C O P Y

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Security Information

24 February 1953

MEMORANDUM FOR: CIA Career Service Board

FROM: Director of Training

SUBJECT: Oral Examination of Applicants

REFERENCE: Memorandum 3 February 1953 from Assistant
Director (Personnel) to Deputy Director
(Administration), Same Subject

1. In commenting upon the above reference, it will be helpful to review existing "machinery" for oral examination of applicants and which may be exploited to advise the Assistant Director for Personnel on the suitability of applicants for positions in the Agency. Stated briefly, current practice in the handling of applicants provides oral examination or interview by a recruiting officer at the time of original contact, and thereafter by (a) a placement officer, (b) a personnel officer or assistant of the office believed most likely to employ the applicant, and (c) the chief of the organizational component of the office having apparent paramount interest in the applicant. Should an applicant be "passed over" at any point, he might then be referred to other branches, divisions, or offices until he is (a) selected, (b) rejected, or, (c) no longer available for interview. In some offices, final selection is made by the chief or deputy in which case an applicant tentatively selected at branch level would be interviewed successively at each level up to and including the official authorized to make final selection for the office.

2. All applicants who are selected by an office and whose appointment as employees is initiated are thereafter subjected to oral examination in the course of (a) medical examination and (b) security examination. Many applicants are further interviewed and examined orally in connection with psychological testing and assessment.

3. It may be seen, then, that few applicants are interviewed less than six times in the course of becoming employees of the Agency and some are interviewed and "orally examined" many more times during the process.

4. Establishment of the several proposed Examination Boards would not eliminate nor significantly alter or amend the existing machinery for oral examination outlined above. It is believed that better utilization and exploitation of the numerous interviews can be achieved by (a) regularizing the entire process, (b) formalizing the scope and purpose of interviews at each level, (c) assuring that

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interviews are conducted only by persons competent to elicit and evaluate oral evidence of skills, abilities, motivation, character, demeanor, etc., and, (d) assuring the immediate preparation and central recordation of reports of oral examination.

5. The recitation of facts set forth in paragraph 3(d) of reference does not make clear that any office may refer cases of doubtful suitability for consideration by the Professional Selection Panel (see Notice No. [REDACTED] 8 December 1952) but that the Inspection and Security, Medical, Personnel, and Training Offices must refer to the Panel any information suggesting unsuitability of an applicant for employment or of a trial-service employee for retention.

25X1A

6. Reference memorandum fails to come to grips with the problem basic and precedent to establishment of an oral examining board, namely, that of (a) identifying suitability factors, and, (b) establishing valid criteria for measurement of those factors. It is difficult to imagine anything more certain to result in chaos than an oral examining board operating without well defined objectives and firm criteria unless it be two such boards.

7. It is stated that ".....criteria applied.....for middle and senior level positions would be substantially different from those used for junior officer candidates." (Paragraph 6(d)) Authority for the conclusion is not cited. As far as is known, no criteria for judging suitability have been finally formulated nor has the CIA/CSB approved or promulgated any such criteria. It is not readily apparent why different criteria would be proposed for different levels unless it is intended to have employees re-examined orally as prerequisite to moving from junior to middle to senior level.

8. The discussion of "command functions" and "authority" and "responsibility" (paragraph 4(e)) seems to avoid the fact that the provisions of the Career Service Program as approved by the Director of Central Intelligence and announced in Notice No. [REDACTED] does establish a perfectly valid system for determination of suitability for "career" employment.

25X1A

9. The discussion (paragraph 4(f)), citing a report of the Management Staff of the State Department, states that "problems encountered by the Foreign Service appear to be relevant to CIA." Whether the entire generalization is correct is not known, but if it is accepted as applicable to the limited subject of the reference memorandum, then certainly the report of the State Department Management Staff should stifle any enthusiasm for (a), (b), and (c) of the recommendations set forth in the reference memorandum. For if the cited report bears witness to anything, it is the horrors of two examining boards, two systems, two criteria for selecting members of a single service.

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25X1A 10. The Professional Selection Panel established pursuant to Notice No. [REDACTED] is authorized to conduct oral examination of both applicants for appointment and trial service employees. It has not done so because the Panel judged (a) the cost to be prohibitive at this time, and, (b) that firm determination of suitability factors and criteria should precede mandatory oral examination. The CIA/CSB affirmed those judgments.

11. The reference memorandum does not demonstrate failure of the Professional Selection Panel to carry out the directives of the CIA/CSB nor that those directives are at variance with the Career Service Program as approved by DCI. Therefore, the reference memorandum does not establish need for the recommendations submitted to the Board.

12. It is recommended that the CIA/CSB disapproved the recommendations of the reference memorandum. It is further recommended that:

25X1A (a) the Board reaffirm its directive to the Panel as set forth in Notice No. [REDACTED], and,

(b) the Board instruct the Panel to consider and evaluate all proposals regarding oral examination as a technique for determining suitability of applicants and to report to the Board at an early date its judgement as to whether, when, and how such technique should be utilized by CIA.

/s/ Matthew Baird

MATTHEW BAIRD

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C O P Y

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24 February 1953

MEMORANDUM FOR: Executive Secretary, CIA
Career Service Board

FROM : Assistant Director for Communications

SUBJECT : Comments Concerning Staff Study "Oral Examination of Applicants" dated 3 February 1953

1. The following comments concerning the above subject are forwarded as requested in your memorandum of 16 February 1953.

2. I concur in the principle established by the staff study and appreciate the care and attention with which the study was prepared. The validity of "oral" examination, whether informal or formal in nature, is unquestioned as one element in the selection process. I do question, however, the application and membership of the proposed Examination Boards.

3. In considering the parallel of the Foreign Service Board of Examiners and the proposed Examination Boards in CIA the following points are made:

(a) The purview of the Foreign Service Board is limited to Foreign Service Officer candidates. Thus, its purview is limited to a career corps of foreign duty personnel wherein duties are well organized and requirements well known. In CIA the Clandestine Services' intelligence officer corps, not yet career established as in State, is the only group which can be considered similar to the FSO list. The intelligence and intelligence support fields, by their very nature, are more encompassing and intensive than the Foreign Service. An Examining Board in the Clandestine Services' field alone might thus have a task considerably greater than the BEK of the Foreign Service. Too, it is noted that BEK operations have not been without valid criticism.

(b) As recognized in State, the Foreign Service personnel requirements and standards are often quite different from Departmental personnel criteria. It occurs to me that, at least for the present, selection criteria (including oral examination content and procedure) may vary considerably between candidates for the following components of CIA; DD/P, DD/I, DD/A, AD/COM and, to a lesser extent, OTR. Individual component Examining Boards would, I believe, effectively serve to meet the principle of oral examination and efficiently advise the Assistant Director for Personnel concerning personnel selection. A single board, with high level membership, is required within each component listed.

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4. I believe that a complete set of selection criteria, of which oral examination is but an element, should be established by the components enumerated in paragraph 3 (b) above. Such a detailed set of criteria will greatly aid any selection board and will do much to insure an equitable and effective Career Service. The absence of a true career delineation in CIA complicates the application of existing and proposed selection criteria.

5. I wonder if the application and satisfaction of the one-year probationary period plus acceptance of professional officer candidates on the basis of detailed selection criteria, including oral examination by Component Examining Boards, would not answer our problem for the immediate future?

/s/

[REDACTED]

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for

[REDACTED]

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20 FEB 1953

MEMORANDUM FOR: Career Service Board

FROM : Chairman, Professional Selection Panel

SUBJECT : Oral Examination of Applicants

REFERENCE : Memorandum dated 3 February 1953 to the Deputy Director (Administration) from the Assistant Director (Personnel), same subject

1. The subject memorandum having been referred to the Professional Selection Panel for comment and presentation to the Board, the Panel has reviewed it and presents the following:

The Career Service Program, established in June, provided for a Professional Selection Panel and outlined certain procedures and responsibilities for it. The Panel early recognized that oral examination of all applicants would be impossible for the Panel as then constituted and pointed this out in seeking guidance from the Career Board. The Panel recommended at that time that oral examinations not be attempted until such time as experience had formed a foundation upon which they could be conducted in a manner which would justify the great expenditure of time and money.

The Panel has always recognized that oral examination is essential in the determination of suitability. Any system of oral examination will, as in the Foreign Service, necessitate the establishment of a Board of Examiners. The referenced paper is wholly unrealistic in recommending a Senior Panel, in that a Board of Assistant Directors would not or could not take the time to meet on as many cases as should be presented. As the problem then is the establishment of a Board of Examiners to conduct oral examinations, it is not necessary to scrap the present machinery but rather to give it the tools with which to work.

The Panel agrees with the principle that under no circumstances should any such Selection Board come within the command line but would extend the statement and say that such a board should never be subjected to pressures and should be required to make its determinations objectively and without regard to any special interest. The experience of the Board of Examiners for the Foreign Service has borne out the validity of this position. The proceedings and the findings of the Board on any case are confidential to the Deputy Examiners sitting on the case and are closed. Should any examining panel be subject to command, it will of necessity lose objectivity and will be unable to perform the very function for which it was

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established. A rubber-stamp panel would in the end fail even to give an aura of respectability to selection determinations.

A premise with which the Panel does take objection is that criteria for selection must necessarily and will be different for high and low grade personnel. It is agreed that evidence of and methods for determining such evidence of suitability may be easier in the more mature, experienced, senior people but the fundamental qualities with which the Panel is attempting to deal are the same throughout the grade range. Likewise, and for the same reason, it is equally important that young people be selected by Agency officers of broad experience as that candidates for senior positions be so selected.

Finally, the Panel's position may be summarized by saying that however oral examinations are to be conducted, there already exists a mechanism which requires only the tools, i.e., funds and the authority to establish a Board of Examiners from among the experienced officers of the Agency.

The Panel recommends that, if such a system of oral examinations is started, the applicant should, while in Washington for the examination, also be assessed, medically examined and polygraphed, as well as interviewed by the Selection Panel. Alternatively, consideration might be given to the application of such procedures prior to the expiration of an employee's trial service period.

All of these are screening devices which logically could be applied at the same time and, as such, in the total package would be acceptable to the applicant.

SIGNED


Chairman

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Responsibility for Career Planning

The purpose of the attached staff study is to place responsibility for the career planning for employees of the Agency on a uniform basis.

It proposes extention throughout the Agency of the principles already approved for placing responsibility for career planning for DD/P personnel on the DD/P and the DD/A and established the basic procedures for assigning career planning responsibility for each career employee.

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25 February 1953

MEMORANDUM FOR: Chairman, CIA Career Service Board

SUBJECT: Responsibility for Career Planning

1. PROBLEM. To specifically identify each career employee with the component of the Agency which is responsible for his career planning.
2. ASSUMPTIONS.
 - a. Agency activities are too diverse to be encompassed by a "generalist" career concept which would aim to develop and utilize all career employees in all aspects of Agency endeavor.
 - b. Career planning should be developed in relation to major areas of operational and support responsibility within the Agency.
 - c. The determination of the point of responsibility for career planning for each career employee should be based on principles which are consistent throughout the Agency.
3. FACTS BEARING ON THE PROBLEM.
 - 25X1A a. Notice [REDACTED], dated 19 June 1952, established Career Service Boards responsible to Assistant Directors or Office Heads for career development activities within their organizations.
 - b. In a memorandum dated 15 July 1952, the Director established the responsibility of the Chiefs of DD/P Senior Staffs for "career planning for their specialized corps of officers".
 - c. On 17 October 1952, the CIA Career Service Board approved the DD/P proposal that certain administrative and support personnel within the DD/P organization be identified with appropriate Career Service Boards within DE/A jurisdiction.
 - 25X1A d. [REDACTED] established procedures by which career personnel in the DD/P area are being assigned career designations in accordance with the principles established in b and c above.

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4. DISCUSSION.

- a. The principles which have been approved for placing "career planning" responsibility within the ID/P organization result in grouping career employees according to homogeneous areas of operational or support responsibility. These areas offer career opportunity for professional specialization within the Agency.
- b. Application of these principles throughout the Agency would serve to identify each career employee with the appropriate operational or support component having responsibility for his career planning and would provide a practical basis for Agency-wide administration of the Career Service Program.

5. RECOMMENDATIONS.

- a. That the principles contained in the references and decisions cited in paragraphs 3b, c, and d above be approved as the basis for placing career planning responsibility throughout the Agency.
- b. That the attached list of "career designations" be approved for identifying each career employee with the component of the Agency which is responsible for his career planning.
- c. That the heads of the five major organizational components of the Agency be instructed:
 - (1) To indicate, on rosters provided by the AD/P, tentative career designations for all individuals under their jurisdiction as of 31 March 1953.
 - (2) To provide the AD/P with additional lists of persons in other components who would appropriately receive career designations within their jurisdiction.
- d. That the AD/P will correct errors of record; refer, for adjudication by a board of five senior officers responsible to the CIA Career Service Board, all cases involving disagreements among the five major components concerning the initial career designations of career employees on duty

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as of 31 March 1953; and, officially record the career designations of all career employees on duty as of 31 March 1953.

- e. That the AD/P assign a career designation to each career employee as he enters on duty 1 April 1953 and thereafter.

/s/ W. H. H. Morris, Jr.

W. H. H. MORRIS, JR.
Assistant Director (Personnel)

Attachment

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CAREER DESIGNATIONS IN CIA

CAREER DESIGNATION

ORGANIZATIONAL COMPONENT

CD - P	Deputy Director (Plans)
CD - FI	Foreign Intelligence Staff
CD - PP	Political and Psychological Warfare Staff
CD - PM	Paramilitary Operations Staff
CD - TS	Technical Services Staff
CD - NE	Office of National Estimates
CD - CD	Office of Collection and Dissemination
CD - RR	Office of Research and Reports
CD - CI	Office of Current Intelligence
CD - SI	Office of Scientific Intelligence
CD - OO	Office of Operations
CD - A	Deputy Director (Administration)
CD - PE	Personnel Office
CD - BF	Office of Comptroller
CD - GC	General Counsel
CD - PS	Procurement and Supply Office
CD - GS	Office of General Services
CD - ME	Medical Office
CD - SE	Inspection and Security Office
CD - TR	Office of Training
CD - CO	Office of Communications

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"Ten Year Commendatory Letter"

The purpose of the attached staff study is to present the various aspects of a problem arising from continued receipt of requests for commendatory letters to be signed by General Smith although the project has obviously been terminated.

The recommendation presented by the study is that requests be returned to the appropriate office with the suggestion that this type of letter henceforth be written at the office level. To do otherwise would necessitate the approval of a new project by the DCI, the devising of a new text to be signed by Mr. Dulles, the probable introduction of Agency-wide eligibility criteria for letters, and possible confusion with the already approved CIA Longevity Program.

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13 February 1953

TO: CIA Career Service Board (through Assistant Director (Personnel))
FROM: Executive Secretary, CIA Career Service Board
SUBJECT: Ten Year Commendatory Letter

1. PROBLEM. The disposition of requests for commendatory letters received by the CIA Career Service Board subsequent to the completion of the project.
2. FACTS BEARING ON THE PROBLEM.
 - a. The commendatory letter project, recommended by the Board and approved by General Smith was completed 30 January 1953.
 - b. As a result of the project, 314 individuals have received commendatory letters signed by the DCI.
 - c. Several Offices are continuing to submit names of persons qualified, according to their criteria, to receive commendatory letters.
 - d. The Agency Longevity Awards Program as approved by the Board will become effective in 1957.
3. DISCUSSION.
 - a. Since requests for letters are still being received, subsequent to the completion of the project, there is need at this time to determine whether or not a new project should be set up.
 - b. If authorization is given for preparation of letters for the names already received, such action will, in effect, "open the door" for an indefinite continuation of the project. It would not be suitable for Mr. Dulles to sign a letter with the same text as that signed by General Smith.
 - c. There are certain factors favorable to the reactivation of the project.
 - (1) Receipt of commendatory letters by CIA personnel undoubtedly contributes to improvement of morale.

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- (2) To be equitable, it would seem that those persons having ten years' intelligence experience should get a letter whether that experience be accomplished now, next year, or ten years from now.
 - (3) There would be certain adverse morale effects were a letter denied to those who believe that they are, or will be, entitled to it.
- d. Conversely, there are certain adverse factors to be considered.
- (1) If the project is reactivated, there might well be continuing requests for these letters in increasing volume.
 - (2) Uniform criteria should be used if the project is reinstated so that equitable treatment of all employees would be ensured.
 - (3) Eventual conflict with the CIA Longevity Awards Program would lead to partial duplication of effort.
- e. There are three alternative courses of action:
- (1) The requests could be returned to the appropriate Offices with a statement that the project has been completed;
 - (2) A regular program for the periodic submission of names could be instituted on a continuing basis; or
 - (3) A new letter could be written for those names already submitted, and the new DCI requested to sign them.

4. CONCLUSIONS.

- a. Of the three courses of action outlined in 3(e) above, adoption of either (1) or (2) would require a policy statement from the Board reinstating the project or reaffirming its completion.
- b. The third course of action, while expedient, would eventually require further action as outlined in the other two alternatives.

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- c. Although reinstating the project would favorably affect employee morale, there are many other methods whereby such an objective could be attained without a commendatory letter project involving all echelons of the Agency, including the DCI.

5. ACTION RECOMMENDED. It is recommended that alternative (1) be adopted and that all requests received since the completion of the project be returned to the originating Offices with the recommendation that this type of commendatory letter henceforth be written at the Office level.

/s/



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Executive Secretary

Approved (disapproved)

WALTER REID WOLF

Chairman, CIA Career Service Board

Date _____

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Categories of CIA Personnel

Approval of this paper would provide distinction between the primary categories of all Agency personnel and establish fundamental policy objectives with respect to each category as a basis for further development of administrative methods and procedures.

The categories are distinct on the basis of the extent of the Agency's jurisdiction over various types of personnel and on the permanent or temporary relationship established between the Agency and each individual. These five categories would absorb the fourteen categories presently prescribed in part XIV of the Confidential Funds Regulation and provide a more systematic and workable basis for the administration of Agency personnel.

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Categories of CIA Personnel

Approval of this paper would provide distinction between the primary categories of all Agency personnel and establish fundamental policy objectives with respect to each category as a basis for further development of administrative methods and procedures.

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COMMENTS ON PROPOSED CATEGORIES OF CIA PERSONNEL

1. Comment by Deputy General Counsel dated 30 January 1953:

"On the basis of the proposal attached and facts made known to us, we foresee no insuperable legal obstacles although there may well be many legal problems as this program moves forward.

/s/

 25X1A9a

2. Comment by Deputy Assistant Director/I&3 dated 12 February 1953:

"1. Reference is made to your undated memorandum, same subject, and my memorandum, same subject, dated 10 February, and the meeting held by representatives of this office with representatives of the Personnel Office on 12 February for the clarification of the proposed program.

2. This office has no objection in principle to the proposed plan to establish certain categories of CIA personnel, as presented in your above-mentioned memorandum and as explained by the representatives of your office in the previously mentioned meeting. However, in taking administrative action under the program outlined, there are many security aspects which must be duly considered. Accordingly, this office desires to be consulted in the development steps of this program for its concurrence in any measures designed to implement the program.

/s/

SHEFFIELD EDWARDS
Colonel, GSC "

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25 February 1953

MEMORANDUM FOR: Chairman, CIA Career Service Board

SUBJECT: Categories of CIA Personnel

1. PROBLEM.--

- a. To establish the primary personnel categories which are essential to further development of Agency personnel policies and procedures and to define the basic relationships between the Agency and the members of each category.
- b. To establish a basic employment concept which distinguishes career employees from other Agency employees and which provides a firm basis for further implementation and development of the career service program.

2. ASSUMPTION.--The solution to these problems should be based upon consideration of two factors:

- a. The extent of the Agency's right to control an individual in the performance of his duties and the resultant responsibilities of the Agency and the individual;
- b. The relative permanency of the Agency's need for an individual's services.

3. FACTS BEARING ON THE PROBLEM.--

- a. The lack of primary personnel categories has impeded the development of programs for the most effective utilization and administration of the different types of personnel who perform services for CIA. The fourteen categories of Agency personnel defined in Part XIV of the Confidential Funds Regulations developed as expedient solutions to a variety of administrative problems and are now too complex for the efficient administration of Agency personnel.
- b. The lack of an employment concept which effectively distinguishes career employees from other employees has handicapped the implementation and further development of the Career Service Program.

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4. DISCUSSION

a. Examination of all personnel utilized by the Agency in terms of the control factor cited in Paragraph 2a. above results in three basic groups:

(1) Those individuals whom the Agency has exclusive right to control with respect to their hours of work, place of employment and methods and sequence of performing services. These individuals comprise the basic "employee" group.

(2) Those officers and employees of other Federal establishments who are detailed to duty with the Agency and over whom the Agency has only a secondary and prescribed right of control. Within this group of "detailed personnel", separate legal and administrative control mechanisms distinguish "detailed military personnel" from "detailed civilian personnel".

(3) Those individuals whose contractual relationships with the Agency involve less control than is inherent in an employer-employee relationship. These independent contractors are designated as the "associate" group.

b. Further examination of these three groups of Agency personnel in terms of the relative permanency of the Agency's need for their services results in the division of the "employee" group into two categories, "temporary employees" and "permanent (career) employees". No such division of either the "detailed personnel" group or the "associate" group is necessary since personnel in both categories are inherently temporary.

c. Different employment methods are proposed to distinguish between career employees and other Agency employees. Career employees would be appointed without time limitation. The services of temporary employees would be engaged only for specific periods which could be extended at the discretion of the Agency. For purposes of internal administration, these different methods of employment would:

(1) Provide a legal and practical basis for implementing the Career Service Program and for identifying the personnel for whom the program is designed.

(2) Provide factual evidence of the Agency's intentions toward its employees in both categories.

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(3) Minimize the difficulty in terminating the services of temporary employees or in effecting a reduction in force.

d. The services of temporary employees can be obtained either by contract or by term appointment. Although the Federal employment system provides for term appointments, the use of this procedure would require prior solution of any security problems related to the withholding of social security payments. It is also recognized that certain legal problems might arise from the Agency's contracting for the services of numbers of temporary employees. Nevertheless, it is believed that the advantages to the Agency of having a group of temporary employees will outweigh the difficulties in establishing such a category of personnel.

5. RECOMMENDATION.—It is recommended that the attached statement "Categories of CIA Personnel" be approved as a basis for further development of Agency personnel policies and procedures.

/s/

W. H. H. MORRIS, JR.
Assistant Director (Personnel)

ATTACHMENT:
Categories of CIA Personnel

ACTION BY APPROVING AUTHORITY:

Approved (disapproved), exceptions, if any.

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CATEGORIES OF CIA PERSONNEL

I. PURPOSE

The Central Intelligence Agency utilizes the services of individuals under a wide variety of circumstances which determine their fundamental relationships with the Agency. The purpose of this paper is to establish the primary categories of personnel which reflect basic differences in the Agency's relationships with its personnel and to define the intent of the Agency toward the personnel of each of these categories. This will serve as the framework for further development of Agency personnel policies and procedures.

II. POLICY

A. The following categories are established as the framework for further development of policy concerning the Agency's selection, utilization and retention of its personnel:

1. Employees

a. Career Employees

The primary asset of the Central Intelligence Agency is its permanent staff of career employees appointed for long-term service in planning, supervising, conducting and supporting Agency activities. The size of this Career Staff will be determined by the long-term needs of the Agency rather than by its more variable temporary requirements. The Agency will make full use of the abilities of the members of its Career Staff and develop them for progressive long-term service. In order to develop and maintain a proficient staff of career employees the Agency will develop programs for:

1. Determining the quantitative and qualitative requirements for career employees by continuous analysis of the work activities necessary to accomplish its mission;

2. Evaluating the effectiveness and capabilities of career employees throughout their service with the Agency;

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3. Assigning career employees to duties and responsibilities which enable them to contribute to a maximum and increase their value to the Agency;
4. Providing working conditions, relationships and benefits which promote day-to-day efficiency and stimulate interest in career service;
5. Recruiting additional members of the Career Staff when they are required to meet long-term Agency needs;
6. Separating those individuals who do not perform as effective members of the Career Staff.

b. Temporary Employees

The Central Intelligence Agency will employ qualified temporary personnel to meet short-range needs which cannot be met through the use of available members of the Career Staff. These temporary personnel will be employed by contracts or by appointments which define specified periods of employment. Temporary employees will be provided working conditions and relationships which promote their day-to-day efficiency. They will receive the rights, privileges and benefits to which they are entitled by the nature of their employment by the Federal government. Agency policies and practices concerning career planning, rotation and other procedures designed to increase the long-term value of Career Staff members are not applicable to temporary employees. Temporary employees will ordinarily be retained for the periods specified in their employment agreements unless they do not contribute effectively or their services become unnecessary.

2. Detailed Personnel

a. Detailed Civilian Personnel

The Central Intelligence Agency will arrange with other Federal establishments for the detail of civilian employees who possess specialized skills and knowledge which are required for Agency activities but are not available within the Career Staff. Primary interest in the careers of these individuals rests with their parent organizations. Detailed civilian personnel will receive the rights and benefits to which they are entitled in their parent organizations. They will be detailed to the Agency for periods specified by agreement with their parent organizations.

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b. Detailed Military Personnel

The Central Intelligence Agency will arrange the detail of active duty military personnel only when it requires individuals with military status or requires military skills which cannot be obtained from available civilian resources. Military personnel will be assigned duties which make maximum use of their capabilities and which are, insofar as possible, at levels commensurate with their military grades. Primary interest in the careers of military personnel rests with their parent services. During their detail to the Agency, military personnel will continue to receive all the rights and benefits to which they are entitled in their parent services. Military personnel will be detailed to the Agency for periods specified by agreement with their parent services.

3. Associates

The Central Intelligence Agency will supplement the activities of its Career Staff by contracting with individuals to perform services as independent contractors. The Agency's relationships with these individuals are established in their contractual agreements and involve a lesser degree of control and supervision than is normally inherent in an employment relationship. These associates do not become employees of the Agency. They will receive only the benefits and compensation which, through negotiation, have been found necessary to obtain their services and which are specified in their contractual agreements. The services of associates will be retained only for the periods specified in their contracts.

B. For purposes of internal administration, each individual who performs services for the Central Intelligence Agency will be designated as a member of one of the above categories of personnel.

1. All employees who are currently appointed to the Agency without time limitation will be designated as Career Employees.

2. All civilian personnel who are currently detailed to the Agency from other Federal establishments will be designated as Detailed Civilian Personnel.

3. All active duty military personnel currently on detail to the Agency will be designated as Detailed Military Personnel.

4. The actual relationships between the Agency and all other current personnel will be examined on an individual basis to determine the appropriate category in each case.

5. Appropriate categories for new personnel will be determined on the basis of the relationship to be established between the Agency and each individual.

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